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Tongass Land Management Plan Revision

Final Environmental Impact Statement

Appendix, Volume 1

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Appendix A

Issue Identification

Introduction

This appendix discusses the identification of the ten original public issues used during the planning (revision) process, and describes each original issue in detail. This material is unchanged from the Draft Environmental Impact Statement (DEIS) and 1991 Supplement (SDEIS). Appendix A in the SDEIS also included a summary of the comments received during the comment period (July 25, 1990 to January 3, 1991) for the 1990 DEIS. For the FEIS, all comments on the DEIS have been combined with those on the 1991 SDEIS and on the 1996 Revised Supplement, and are summarized and responded to in a separate appendix (Appendix L). Therefore, the summary of DEIS comments has been removed from Appendix A.

The Revised Supplement included five new or revised issues on which to focus the development of alternatives and the analysis; these five issues are also the focus of the FEIS. Since the identification and descriptions of these issues are fully presented in Chapter 1 of this FEIS, that information is not repeated here.

Identifying Issues

In late 1987, over 4,000 copies of preliminary issues defined by the Forest Service were distributed to those expressing an interest in management of the Tongass. The preliminary issues were developed after reviewing what people had said during previous planning efforts. Also, over 22,000 homes and businesses received the preliminary issues as an insert in seven Southeastern newspapers. Following distribution of these issues, workshops were held in 33 Southeast Alaska communities to review and discuss the revision process and the proposed issues. To get as many people involved as possible, news releases were aired on radio and television and notices were posted throughout communities and published in local newspapers.

Early in 1988, over 600 letters arrived at the forest planning office, with comments on the original list of issues. These letters were from individuals, business people, representatives of special interest groups, and officials holding positions in either State or community governments. The great majority of responses came from individuals and organizations within Southeast Alaska (Table 1). A wide spectrum of viewpoints representing every level of interest was received. Each letter was read, and comments were coded by subject, then entered into a computerized database. As specific responses were reviewed, it became clear that the public was most concerned with two major types of issues: 1) land allocation issues and 2) community lifestyles, stability and jobs issues.

Table 1
Number Of Individual Respondents By Community

Community	Number of Respondents	Community	Number of Respondents
Angoon	4	Klawock	3
Auke Bay	2	Meyers Chuck	5
Coffman Cove	10	Pelican	43
Craig	6	Petersburg	52
Douglas	8	Point Baker	6
Elfin Cove	4	Port Alexander	2
Edna Bay	5	Rowan Bay	1
Gustavus	30	Sitka	67
Haines	15	Skagway	2
Hobart Bay	1	Tenakee Springs	5
Hollis	1	Thorne Bay	4
Hoonah	122	Tokeen	1
Hydaburg	2	Ward Cove	1
Hyder	2	Wrangell	26
Juneau	52	Yakutat	4
Kasaan	1	Other Alaska	13
Ketchikan	84	Lower 48	38
Subtotal	346	Subtotal	276
		Total	622

In the 1979 Tongass Land Management Plan, eight issues were identified and addressed: land allocation, community lifestyles, community stability and jobs, wilderness preservation, Admiralty Island, fish and wildlife, aquaculture, and minerals. With the exception of Admiralty Island and aquaculture, issues identified in 1979 continue today. Of particular concern now, as then, are the amount and location of land allocated to scenic and recreation values, fish and wildlife habitat, timber harvesting, mineral exploration and development, and wilderness. In addition, there continues to be concern about maintaining lifestyles, community stability, and jobs.

Discussion Of Selected Issues

The major issues are presented below in the form of questions. An overview of each issue is presented, followed by a description of the interrelationship of the issue with other resource issues and by indicators of responsiveness to the issues. The degree to which issues can be resolved is limited by the fact that managing for some uses does not always complement other uses. There is not likely to be one management approach that is fully responsive to all issues.

Issue

What Areas On The Tongass National Forest Should Be Managed To Emphasize Scenic Resources?

The Tongass National Forest is a unique combination of land and marine environments. The Forest includes a narrow mainland strip and over one thousand offshore islands. Together the islands and mainland provide nearly 11,000 miles of meandering shoreline, interspersed with numerous bays. The mainland and islands are mountainous, often abruptly rising from sea level to elevations of 3,000 feet and more. Beyond the mountains on the mainland, huge ice fields produce glaciers easily viewed from the waterways. World-class scenery, resulting from the unique

interaction of mountain and ocean environments, draws thousands of visitors each year. These visitors view Southeast Alaska from cruiseships or ferries traveling the popular Inside Passage water route. Tourism has become a major industry in Southeast Alaska, similar to timber harvest and commercial fishing in terms of the number of people directly employed. Tourism has helped diversify economies of some communities. Maintaining the scenic quality of the Forest landscape is of concern to Forest visitors, individuals, groups, businesses, and communities.

The majority of individual respondents from several Southeast Alaska communities want to see more emphasis placed on managing for scenic resources. These communities include: Angoon, Auke Bay, Craig, Douglas, Edna Bay, Gustavus, Haines, Juneau, Klawock, Pelican, Petersburg, Point Baker, Sitka, Tenakee Springs, Thorne Bay, and Wrangell. The majority of respondents from the Lower 48 also want more emphasis placed on managing for scenic resources. Several cities and organizations expressed similar interest in managing the Tongass to emphasize natural scenic quality. These include: Alaska Discovery, City and Borough of Sitka, City of Tenakee Springs, City of Yakutat, Hollis Community Council, Inc., Juneau Area State Parks/Advisory Board, Juneau Audubon Society, Narrows Conservation Coalition, Sierra Club, Southeast Alaska Conservation Council, and Yakutat Fishermen's Association.

Individuals and organizational representatives want scenic screens along Alaska Marine Highway routes, roads, and streams; and around their communities. They stress maintaining scenic quality in these areas because of the importance of tourism, recreation and aesthetics. They are concerned that timber harvesting, roads and log transfer facilities will have a negative impact on tourism, recreation, and aesthetics associated with natural scenic quality.

The majority of respondents living in communities more dependent on timber harvesting, including Ketchikan, Craig, Hobart Bay, Hoonah and Wrangell, want to continue to be able to harvest timber along Alaska Marine Highway routes, roads, and streams; and around their communities. The Ketchikan Chamber of Commerce and the City of Wrangell recommend that some of the areas be cut progressively at a moderate rate rather than heavily at a rapid rate to maintain scenic quality and to display a multiple-use forest. They are concerned that allocating land along ferry routes to maintain natural scenic quality will cause reductions in the annual timber harvest.

Individual respondents from Coffman Cove and Skagway and from organizations including Alaska Loggers Association, Inc., and Snow Mountain Pine Company suggest that the Forest be managed for both scenic quality and timber harvesting.

Opinion regarding management for scenic quality was split in the communities of Sitka and Wrangell with half of the respondents wanting more emphasis on scenic quality; half wanting the Forest to be managed for both scenic quality and timber harvesting. Respondents from Thorne Bay were split with half wanting more emphasis on scenic quality; half wanting less emphasis. Half of Hobart Bay respondents want present emphasis on scenic quality to continue, while half want less. Respondents from Hoonah were split three ways in their opinion of emphasizing scenic quality with some wanting more, others wanting less, and still others wanting current scenic quality to be maintained.

Issue

What Areas Should Be Managed To Emphasize Recreation Opportunities?

Dense spruce and hemlock rain forests, active glaciers, salmon, whales, eagles, bears, and miles of protected waterway, combined with the vast size and remote character of the Forest, provide a truly unique natural setting. For the most part, roads and trails are few and are concentrated around communities. Outdoor recreation opportunities offered by the Tongass National Forest play an important role in the quality of life for the majority of Southeast Alaska residents. Many families have favorite places where they fish, hunt, beachcomb, hike, or just go to get away. Visitors and residents alike recognize the unique recreation experience afforded by lack of roads and necessity for boat access.

The majority of individuals responding from Angoon, Auke Bay, Craig, Douglas, Gustavus, Juneau, Klawock, Pelican, Petersburg, Point Baker, Skagway, Tenakee Springs, Thorne Bay, and Wrangell want to see more emphasis placed on managing for recreation. Likewise, the majority of respondents from the Lower 48 want additional emphasis placed on managing for recreation. Cities and organizations wanting more emphasis placed on managing for recreation include: Alaska Discovery, City of Tenakee Springs, City of Yakutat, Haida Corporation, Hollis Community Council, Inc., Hyder Community Assoc., Inc., Island Riders Association, Juneau Area State Parks/Advisory Board, Juneau Audubon Society, Ketchikan Area State Parks Advisory Board, Northwest Rivers Council, Sierra Club, Sitka Advisory Committee, Sitka State Parks Advisory Board, Southeast Alaska Conservation Council, State Parks and Outdoor Recreation and the Wildlife Society.

These individuals and organizations are concerned about what might happen to recreation places as a result of other resource management activities. Many point out that timber harvesting, roading, and other by-products of logging, and mineral exploration and development, can result in unwelcome changes in scenery, solitude and traffic patterns. These groups emphasize the need for undeveloped recreation areas, additional trails, and cabins.

Hyder Community Association Inc., Ketchikan State Parks Advisory Board, Western Forests Industries Association, and Hull Cutting Company indicate that additional road access to recreation areas is important. They point out that roads built for logging are used extensively by recreationists. That being the case, the timber industry wants recreation to share road costs. Rather than undeveloped recreation areas, some communities, including Ketchikan and Wrangell, emphasize the need for developed sites to provide recreation for the many campers that travel by ferry.

The Alaska State Society of American Foresters, City of Wrangell - Economic Development Director and the FMC Gold Company want a mix of management emphasis placed on recreation and other Forest uses including timber harvesting and mining. Yakutat Fisherman's Association wants current management emphasis on recreation to continue.

Opinion was split between individual respondents in the communities of Coffman Cove, Edna Bay, Haines, and Hoonah. About half want more emphasis on recreation, and half are satisfied with the current mix of emphases. Likewise, respondents from Hobart Bay were split. About half want more emphasis on recreation, while half want less. The majority of respondents from Sitka requested that less emphasis be placed on managing for recreation, while Ketchikan respondents are satisfied with the current management emphasis.

Issue

What Methods Should Be Used To Protect Resident And Anadromous Fish Habitat?

The fisheries resource on the Tongass contributes significantly to the economic, recreational, and subsistence needs of residents and non-residents alike. Most of the salmon caught in the waters of Southeast Alaska and in the Gulf of Alaska, originate in streams and lakes lying within the boundaries of the Tongass National Forest. Streamside habitat provides important shelter, hiding places, food, and rearing areas for Alaska's salmon. Changes in streamside habitat can alter a stream's ability to produce fish.

Fish resources have a large economic impact throughout Southeast. The majority of respondents from Angoon, Craig, Douglas, Edna Bay, Gustavus, Haines, Hoonah, Juneau, Ketchikan, Pelican, Petersburg, Point Baker, Port Alexander, Tenakee Springs, Thorne Bay, and Wrangell believe the value of these fisheries is greater than the value of timber production. They believe fish habitat should always be given preference over timber harvest and related activities. They recommend that streamside zones be established to protect resident and anadromous fish streams and riparian areas. Those responding from the Lower 48 want additional emphasis put on managing the Forest for fish. Cities and organizations holding similar views include: City and Borough of Sitka, City of Port Alexander, City of Tenakee Springs, City of Yakutat, Friends of Berners Bay, Haida Corporation, Hollis Community Council, Inc., Hyder Community Assoc., Inc., Juneau Audubon Society, Narrows Conservation Coalition, Sitka Advisory Committee, Southeast Alaska Conservation Council, State of Alaska - Office of the Governor, Sumner Strait Fish and Game Advisory Committee, USDI Fish and Wildlife Service, Wildlife Society, and Yakutat Fish and Game Advisory Committee.

Coffman Cove, Hobart Bay, and Hydaburg respondents believe the current mix of management for fish and timber harvesting is sufficient, as does the City of Wrangell - Economic Development Director, and Hull Cutting Co. Organizations requesting a mix of management on fish and other Forest resources include: Alaska Loggers Association, Inc., Alaska State Senate, Alaska State Society of American Foresters, FMC Gold Company, Koncor Forest Products Co., and Western Forest Industries Association.

Timber interests, including Whitestone Logging, and Snow Mountain Pine Company, point out that there is little scientific evidence supporting the benefit of streamside zones to fish habitat. They believe that streamside zones are extremely susceptible to blowdown. They also point out that as timber harvesting has continued, salmon harvests have been rising dramatically in the last ten years.

Those responding from Sitka and Skagway are split with about half wanting more emphasis on fish and half wanting the same management emphases mix.

Issue

What Amount Of Old-Growth And Undeveloped Habitat Should Be Managed For The Protection Of Wildlife?

The Tongass National Forest supports a wide variety of wildlife species, including the largest populations of brown bears and breeding bald eagles in the world. The Tongass is also somewhat unique with the abundance of marine mammals and seabird colonies. Many species, which are endangered elsewhere in the United States, are abundant on the Tongass. Alaskans and visitors find sport and subsistence hunting of moose, brown and black bears, mountain goat, and deer. Many species of furbearers, waterfowl, upland game birds, and small game also provide the public with sport, commercial, and subsistence use opportunities. Demand is also growing for opportunities to watch and photograph wildlife.

Many wildlife species abound on the Forest, using its old-growth forests for food and cover. The majority of respondents from a number of communities including, Angoon, Craig, Douglas, Edna Bay, Gustavus, Haines, Hoonah, Juneau, Ketchikan, Klawock, Pelican, Petersburg, Point Baker, Port Alexander, Tenakee Springs, Thorne Bay, and Wrangell are concerned that logging, and other development of natural resources in these old-growth stands, has a detrimental effect on the habitat available for wildlife species. This, in turn, decreases the availability of these resources for human use. Individuals from these communities recommend that old-growth habitat, especially that near communities, be allocated to protect sport, commercial, and subsistence wildlife uses. The majority of respondents from the Lower 48 also want old growth managed for wildlife rather than for timber harvesting.

In addition to individuals, a number of cities and organizations want management to emphasize wildlife. These include: City and Borough of Sitka, City of Port Alexander, City of Tenakee Springs, City of Yakutat, Friends of Berners Bay, Hyder Community Assoc., Inc., Juneau Audubon Society, Narrows Conservation Coalition, National Marine Fisheries Service, National Wildlife Federation, Sierra Club, Southeast Alaska Conservation Council, State of Alaska - Office of the Governor, Sumner Strait Fish and Game Advisory Committee, USDI - Fish and Wildlife Service, Wildlife Society - Alaska Chapter, Yakutat Fish and Game Advisory Committee and Yakutat Fishermen's Association.

Respondents from Coffman Cove, Hobart Bay, Hydaburg, and Sitka think that current management emphasizing wildlife and timber harvesting is adequate. Organizations with similar views include: Alaska Loggers Association, Inc., Alaska State Senate, Alaska State Society of American Foresters, Koncor Forest Products, Hull Cutting Co., and Ketchikan Chamber of Commerce. They believe that well-managed logging projects provide human access to wildlife and can improve wildlife habitat. They are concerned that allocating old-growth areas to protect wildlife will result in reductions in the annual timber harvest.

Respondents from Skagway were split in their opinions. Half want more emphasis on managing for wildlife while half prefer a mix of emphases.

Issue

What Should The Forest Service Do To Continue Providing Subsistence Opportunities?

For some people, subsistence is hunting, fishing, trapping and gathering natural resources to provide needed food which is supplemental to their income. For others, especially Southeast Alaska's Native Americans, subsistence is much more than collecting food: it is a lifestyle that preserves cultural customs and traditions, reflecting deeply-held attitudes, values, and beliefs. Because both commercial fishing and timber harvesting employment opportunities are seasonal and cyclical, subsistence use of resources is important to many Southeast Alaskans.

Individual respondents from Angoon, Douglas, Edna Bay, Gustavus, Haines, Juneau, Pelican, Point Baker, Port Alexander, and Tenakee Springs want management for subsistence to be emphasized. Cities and organizations sharing this viewpoint include: City of Port Alexander, City of Tenakee Springs, City of Yakutat, Haida Corporation, Hoonah City Council, Klawock Cooperative Association, Narrows Conservation Coalition, Sitka Advisory Committee, Sumner Strait Fish and Game Advisory Committee, and Yakutat Fish and Game Advisory Committee. These groups are concerned that timber harvesting and its associated development activities adversely affect habitat critical to important fish, wildlife, and other subsistence resources. The most-mentioned concern was that road use by non-local people results in competition with rural residents for Forest resources. The result could be a decline in numbers of local subsistence species and more restrictive hunting regulations. To maintain subsistence opportunities, these organizations and individuals recommend that old-growth habitat be retained around communities.

Other individual respondents from Coffman Cove, Hobart Bay, Ketchikan, and Thorne Bay and organizations including: Hollis Community Council, Inc., Ketchikan Chamber of Commerce, Koncor Forest Products Co., and Yakutat Fishermen's Association think that current management emphasis on subsistence is adequate. Some believe that timber harvest and road construction have a positive effect on subsistence opportunities. They think that deer and bear make considerable use of clearcuts, that opening up the forest provides additional sources of food for subsistence species, and that roads increase hunter access to these species. They do not think that maintaining old growth around communities is necessary to ensure subsistence opportunities.

Half of those responding from Craig and Petersburg want more emphasis on subsistence while half want less emphasis. Respondents from both Sitka and Wrangell are split three ways in their opinion about how to manage for subsistence. Some want more emphasis, some want less, and a third group is satisfied with existing management.

Issue

What Areas Of The Tongass Should Be Managed To Emphasize Timber Harvesting?

In the 1950's, Congress began encouraging establishment of an Alaskan timber processing industry to promote stable year-round employment. To make this proposal economically attractive to the timber industry, long-term timber sale contracts were established. Today, only two of these contracts are still in effect. Congress assured a supply of timber to the purchasers of these contracts and to independent contractors when it passed the Alaska National Interest Lands Conservation Act (ANILCA) in 1980. ANILCA provided for the availability of 4.5 billion board feet of timber each decade from the Tongass National Forest. To

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reduce the cost of harvesting marginally economical timber and to offset the effects of designating approximately 5.4 million acres of Wilderness elsewhere on the Tongass, ANILCA also resulted in establishment of the Tongass Timber Supply Fund (TTSF) .

Public opinion is sharply divided on whether or not the long-term contracts, the current timber sale program of 4.5 billion board feet per decade, and the TTSF should be maintained. The majority of individual respondents from Coffman Cove, Hobart Bay, Hoonah, Hydaburg, Ketchikan, Petersburg, and Skagway want the current timber sale program to continue with a mix of management emphases to include other resources. Cities and organizations that want the current timber sale program to continue include: Alaska Loggers Association Inc., City and Borough of Sitka, City of Wrangell - Economic Development Director, Herring Bay Lumber Co., Hoonah City Council, Hull Cutting Co., Ketchikan Chamber of Commerce, Koncor Forest Products Co., Snow Mountain Pine Company, and Western Forest Industry Association.

These individuals and groups believe the Forest Service has an obligation to maintain local and regional economies by continuing the long-term timber sale contracts and the annual timber sales program. They feel that a steady, predictable, long-term timber supply should be assured so that industry can plan its investment strategy. They argue that, in depressed markets, the Forest Service should reduce the costs of timber harvest by maintaining the TTSF and by providing timber sales that are more economically feasible. They feel that a significant amount of the high-value timber stands were removed from timber production by being designated Wilderness through ANILCA. These people believe the TTSF was created by Congress to offset the loss created by Wilderness and National Monument designations and that Congress should fulfill its commitment.

The majority of respondents from Angoon, Auke Bay, Craig, Douglas, Elfin Cove, Gustavus, Kasaan, Klawock, Pelican, Point Baker, Tenakee Springs, and the Lower 48 want the 4.5 billion board feet per decade timber sale program reduced. Cities and organizations sharing this viewpoint include: Alaska Discovery, City of Pelican, City of Port Alexander, City of Tenakee Springs, City of Yakutat, Haida Corporation, Hollis Community Council, Inc., Klawock Cooperative Association, Narrows Conservation Coalition, Sierra Club, Sitka Advisory Committee, Southeast Alaska Conservation Council, Sumner Strait Fish and Game Advisory Committee, The Mountaineers, The Wildlife Society, Wilderness Society, and Yakutat Fishermen's Association.

These organizations believe the long-term contracts should be terminated, that 4.5 billion board feet of timber each decade is more than the Forest is capable of producing, and that the TTSF should not be used to support below-cost timber sales. They believe the large companies dominate the timber sales program and unfairly compete with small companies who purchase short-term sales. They are concerned that long-term contracts are not flexible enough to address other resource issues or changes in management emphasis. They want to see more emphasis on non-commodity resources than what is given in the current plan.

A number of communities are split in their opinions of managing the Forest to emphasize timber harvest. Half of the respondents want the same mix of emphases. The other half including, Edna Bay, Haines, Juneau, Sitka, Thorne Bay, Wrangell and Yakutat, want less timber harvest.

Issue

What Road System Should Be Developed On The Tongass National Forest?

The transportation system in Southeast Alaska evolved almost entirely to access logging sites. Today, some of the Forest roads linking island communities have been upgraded and incorporated into the State Highway System; a trend that is expected to continue in the future. In some areas, such as Prince of Wales Island, transportation networks have been developed between some log transfer facilities and existing communities.

The majority of individual respondents from some communities, including, Angoon, Edna Bay, Gustavus, Haines, Ketchikan, Point Baker, Tenakee Springs, Thorne Bay, and from the Lower 48 do not want additional roads, additional log transfer facilities, nor do they want to be connected to other existing roads. They believe that roads and transfer facilities destroy the scenic landscape and the unique characteristics of Southeast Alaska's undeveloped areas. They also believe that access results in concentrated use of and increased competition for fish, wildlife and recreation resources.

Cities and organizations sharing this opinion include: City of Pelican, City of Port Alexander, City of Tenakee Springs, City of Yakutat, Haida Corporation, Sumner Strait Fish and Game Advisory Committee, Yakutat Fish and Game Advisory Committee, and Yakutat Fishermen's Association. City of Yakutat, and Sumner Strait Fish and Game Advisory Committee recommended that some roads be closed following timber harvesting activities. In addition, Yakutat is opposed to having the community connected to Canada by road.

The majority of respondents from other communities, including, Auke Bay, Coffman Cove, Hoonah, Hyder, Juneau, and Sitka, favor additional roads, additional transfer facilities, and encourage connecting existing roads. They point to the need for additional public access for subsistence and recreation use, and to the increased economic opportunities that roads provide. They believe that roads should remain open following timber harvest activities to provide additional access. They want road alternatives considered that connect Southeast Alaska to Canada.

Organizations supporting this opinion include: Alaska Loggers Association, Inc., Alaska State Senate, AMEX Mineral Resources Company, City and Borough of Sitka, City of Wrangell - Economic Development Director, City of Wrangell - Mayor, Ketchikan Area State Parks Advisory Board, Ketchikan Chamber of Commerce, Koncor Forest Products Co., State of Alaska - Office of the Governor, United 4-Wheel Drive Associations, and Whitestone Logging, Inc.

Respondents from Hydaburg, Meyers Chuck, and Port Alexander favor existing road management. Half of respondents from Wrangell want more, while half want less. Respondents from Douglas, Pelican and Petersburg are split between reducing emphasis on road development, and mixing road development with other Forest uses.

Issue

What Areas And Accessibility Should Be Emphasized For Exploration, Development, And Production Of Mineral And Energy Resources?

The Tongass National Forest contains immense mineral resources. Minerals that occur on the Forest range from precious metals to chemical grade minerals. Mining and mineral exploration are not new to Southeast Alaska. In fact, mining activities have occurred for over one hundred years. Juneau, the state capitol, was founded on gold discoveries. Today, along with new explorations, many historical mineral deposits are being revisited. This renewed interest in mining could, directly or indirectly, employ many people in Southeast Alaska.

The majority of individuals responding from Edna Bay, Point Baker, and Wrangell are opposed to emphasizing access for mineral and energy exploration and development. The City of Pelican, City of Port Alexander, City of Tenakee Springs, City of Yakutat, Sumner Strait Fish and Game Advisory Committee, and Yakutat Fishermen's Association are also opposed to emphasizing mineral exploration and development on the Tongass. These individuals and groups believe that mineral resource development will adversely affect other resources, and think that mitigation requirements, established to minimize impacts, do not take place or are not adequately documented. Many suggest that mineral development be discouraged or prohibited in prime fish and wildlife habitat and in Wilderness because they feel protection of fish, wildlife, and Wilderness resources are always more important than mineral resources.

The majority of respondents from Juneau, Hyder, Kasaan, Sitka, and the Lower 48 support more emphasis on access for mineral exploration and development. Organizations sharing this opinion include: AMEX Mineral Resources Company, City and Borough of Sitka, Greens Creek Mining Company, and USDI Bureau of Mines. Some of these groups and individuals believe the Forest Service does not consider mineral resources equally with other resources in the planning process and that direction is overly restrictive--emphasizing surface resource use and protection, over mineral resource availability and use. This inequity, they suggest, does not truly manifest the multiple-use concept. Some companies commented that their industry requires long-term financial commitments, and that the land base of the Tongass National Forest was too volatile and unstable to invest in mineral exploration and development activities.

Those responding from Craig, Gustavus, Hobart Bay, Hydaburg, Pelican, and other Alaskan communities favor maintaining current management emphasis for mineral exploration and development, and a mix with other Forest uses. Supporting this opinion are Alaska Loggers Association, Inc., Alaska State Senate, City of Wrangell - Economic Development Director, FMC Gold Company, Ketchikan Chamber of Commerce, Koncor Forest Products Co., and the State of Alaska - Office of the Governor.

Respondents from Coffman Cove, Douglas and Petersburg are split three ways in their opinions. Some want more emphasis, others want less, and still others want a mix. Also split in their opinion are respondents from Hoonah. Some are satisfied with current emphasis on minerals, while others want more emphasis. Ketchikan, Port Alexander and other Alaska communities are also split with about half wanting more emphasis and half wanting a mix.

Issue

What Areas And What Amount Of Roadless Lands Should Be Recommended For Wilderness Designation And What Kinds Of Uses Should Be Permitted?

One of the major issues identified in the 1979 Tongass Land Management Plan related to how much land and which areas should be formally designated as Wilderness. Some organizations promoting Wilderness designation considered Alaska to be the Nation's last opportunity to preserve large tracts of lands that were relatively untouched by human activity. To these organizations, formal Congressional designation was seen as the only long-term guarantee that there would be no future major development in these areas. Stressing Alaska's storehouse of minerals and timber, others felt that resource development should be permitted and that Wilderness designation would only 'lock-up' valuable resource development opportunities. Although approximately 5.5 million acres were added to the National Wilderness Preservation System on the Tongass in 1980, the amount and location of Wilderness continues to be an issue. (Update: This led to passage of the Tongass Timber Reform Act, which designated an additional 299,696 acres of Wilderness in the Tongass.)

The majority of individual respondents from Auke Bay, Craig, Douglas, Gustavus, Point Baker, Skagway, Tenakee Springs, Wrangell, and the Lower 48 want additional areas designated as Wilderness. Cities and organizations sharing this position include: City and Borough of Sitka, City of Pelican, City of Tenakee Springs, Klawock Cooperative Association, National Wildlife Federation, Southeast Alaska Conservation Council, Sumner Strait Fish and Game Advisory Committee, Wildlife Society - Alaska Chapter, and Yakutat Fishermen's Association. They want additional areas designated as Wilderness to protect these areas from timber harvest, more roads, and mineral development. They also want motorized access and fish enhancement in Wilderness.

The majority of individual respondents from Ketchikan, Sitka and other Alaska communities want less Wilderness while individuals from Coffman Cove, Hobart Bay, Hoonah, Hydaburg, Klawock, Petersburg, and Thorne Bay want the same amount of Wilderness currently designated.

Opinion was split in the communities of Edna Bay and Haines with about half of the respondents wanting more Wilderness designated and half wanting that currently designated. Likewise, Juneau was split with some wanting more, some less, and some the same.

Other cities and organizations believe there is enough Wilderness and do not want additional areas designated; but, they also want access and use limited in current Wilderness areas to retain pristine characteristics. These include: the City of Wrangell - Economic Development Director, Hollis Community Council, Inc., and the Narrows Conservation Coalition.

Several cities and organizations want fewer areas designated as Wilderness than currently exists. These include: Alaska Loggers Association, Inc. (Update: now Alaska Forest Association), Alaska Miner's Association, Alaska State Senate, AMEX Mineral Resources Company, City and Borough of Sitka, FMC Gold Company, Greens Creek Mining Company, Hull Cutting Company, Ketchikan Chamber of Commerce, Koncor Forest Products Company, Snow Mountain Pine Company, United 4-Wheel Drive Associations, and Whitestone Logging, Inc.

Ketchikan State Parks Advisory Board, City and Borough of Sitka, Whitestone Logging, and the Alaska Loggers Association (now Alaska Forest Association) recommend that portions of existing Wilderness be made available for timber harvest in exchange for other wilderness-like areas.

Issue

What Ways Should National Forest Lands Be Managed To Provide For The Local Lifestyles Of Southeast Alaska Communities?

Employment and income generated by the government sector, timber, fishing, mining, and tourism industries is critical to the social and economic well-being of existing and emerging Southeast Alaska communities. Some individuals also rely on subsistence use of Forest resources to provide needed food which is supplemental to their income. In some situations, a positive increase in the development of one industry or lifestyle may negatively affect another.

Dependency on the land and natural resources as part of one's livelihood is an economic fact of life throughout much of Southeast Alaska. Because of this dependency, management of the Tongass National Forest has been, and continues to be, closely tied to the issue of regional and community socio-economic development and structure. Minor changes in Forest programs can sometimes cause major changes in community lifestyles.

Early efforts by the Forest Service to establish a timber processing industry in Southeast Alaska were viewed as a means of promoting stable year-round employment. Since that time however, State land selections authorized by the Alaska Statehood Act of 1959 have resulted in the emergence of numerous remote communities throughout Alaska. The stability and structure of some of these communities is directly influenced by Forest management activities while other communities are not as directly dependent or affected by such activities. Differences in objectives and perceived needs can result in disagreements between some communities and the Forest Service.

As might be expected, views on this issue are divided. The majority of individual respondents from Hoonah and Sitka support emphasizing timber and mining. Several cities and organizations also emphasize development; these include: AMEX Mineral Resources Company, City and Borough of Sitka, Greens Creek Mining Company, Ketchikan Chamber of Commerce, Koncor Forest Products Co., and Whitestone Logging, Inc.

These groups and individuals believe that employment and income generated by the timber and mining industry is critical to the social and economic development of Southeast Alaska. They think that a subsistence lifestyle is impossible without a stable economy based on timber. Several people mentioned that maintaining the present timber sale program of 4.5 billion board feet per decade is needed for community social and economic stability. Many communities believe the timber industry is the only option for employment other than fishing or welfare, and that fishing is not a lucrative business for most people. They think that the jobs provided by timber, both directly and indirectly, have a much higher wage rate than services and retail trade jobs provided by tourism. The latter are viewed as being seasonal jobs, whereas timber and mineral industry employees work year-round. This group did not see any conflicts between logging and mineral development, and the recreation industry. They stated that logging has not hurt wildlife or fish.

A second group of individual respondents from Angoon, Auke Bay, Craig, Douglas, Edna Bay, Gustavus, Pelican, Petersburg, and the Lower 48 want management to

emphasize tourism, wildlife, recreation, and subsistence. Cities and organizations including: City of Port Alexander, City of Tenakee Springs, City of Yakutat, Haida Corporation, Hoonah City Council, Juneau Area State Parks/Advisory Board, Juneau Audubon Society, Ketchikan Area State Parks Advisory Board, Sitka State Parks Advisory Board, Sumner Strait Fish and Game Advisory Committee, national chapter of the Wildlife Society, and Yakutat Fishermen's Association support this viewpoint.

These groups and individuals believe there are areas of economic importance other than timber. They feel the economic and social future of Southeast Alaska depends upon the tourism, recreation, and fishing industries. Their opinion is that timber has only short-term social and economic benefits at the expense of long-term gains which can be provided by tourism, recreation, and fishing. They expressed a desire for the Forest Service to help communities switch from a timber economy to a tourist and fishing economy which was viewed as being more compatible with the subsistence lifestyles they wanted. Some communities have opted for tourism development rather than timber and feel the Forest Service should designate key areas for them for undisturbed recreation and subsistence. Their position is that individual communities should prescribe activities in their local area, rather than their being affected by towns dependent on timber.

A third group of individuals commented that a combination of timber, mining, and other commodity industries with tourism, recreation and fishing would be most desirable. Overall, they feel a balance should be sought between preservation and economic development. Individual respondents supporting this management emphasis were from Coffman Cove, Ketchikan, Klawock, Point Baker and Other Alaska communities. Organizations sharing this viewpoint include: Alaska State Senate, FMC Gold Company, Ketchikan Chamber of Commerce, Narrows Conservation Coalition, Snow Mountain Pine Company, State of Alaska - Office of the Governor, Sumner Strait Fish and Game Advisory Committee, and Western Forest Industries Association.

Respondents from Thorne Bay, Wrangell, and Yakutat were split equally with some wanting emphasis on recreation, tourism, and fishing; and others wanting a mix between these and commodity industries. Juneau residents were split between emphasizing timber harvesting, mining, and a mix between these and amenity industries.